Conseil supérieur de l'éducation

THE CONDITIONS OF TEACHING

Advice to the Minister of Education
August 1984

Abridged from «La Condition enseignante»,
Québec, 1984, 219 pages, printed and sold
by L'Éditeur officiel du Québec.

ISBN 2-550-07818-7
Dépôt légal: premier trimestre 1985
Bibliothèque nationale du Québec

THE CONDITIONS OF TEACHING

THE CONDITIONS OF TEACHING

Pursuant to a mandate received from the Minister of Education in January, 1984, the Conseil supérieur de l'éducation released its findings in August 1984 on the current state of the teaching profession in the pre-school, primary and secondary sectors.

In implementing this study, the Council received outstanding support from all members of the educational community. Public hearings were held in both regional and provincial settings to review briefs submitted by 150 organizations or groups, including teachers, educational administrators, principals, parents, non-teaching professionals, teacher-training professionals and students, all of whom were ready to discuss issues which were deemed to be particularly relevant to the deliberations of the Council. At the same time, a research team was interviewing more than 400 teachers, who gave their freely-expressed opinions on the educational environment in some fifty schools representing various social contexts. More than one hundred written submissions, sent directly to the Council by organizations or individuals, rounded out the widespread public input which inspired members of the Council in their reflections on the school life of today's teachers.

In the light of such a gratifying response, the Council was able to fulfill its mandate in every respect and submit to the Minister of Education a report that describes the teaching profession more exhaustively than ever before. The Conseil supérieur de l'éducation hopes that all interested parties will be stimulated to apply concerted thought and effort in their search for implementation of the many recommendations of the report, so that the quality of future services offered to pupils will be genuinely improved.

In view of the wide range of problems, the Council decided to focus its study on various aspects of what is in truth the fundamental nature of the teacher's pedagogical duties: pupil-teacher relations.

In the report, these aspects of the teaching situation are delineated in the seven chapters which deal successively with the identity of the teacher, the impact of social conditions on the school and its teachers, the educational task, relations between teachers and other personnel, teacher training and proficiency, professional status, some general observations, and certain challenges to be met.

What is a teacher?

Before examining the teaching profession on its home ground, the Council decided to draw a profile of the typical teacher in the context of such features as sex, age, education, experience. In this way, the Council wished to demystify certain public images that are afloat. In effect, two out of three Québec teachers are women. Average age: about 40. Education: somewhat more than 16 years. Experience: more than 17 years. Slightly more than half of Québec teachers are employed at pre-school or primary levels. One out of twenty-five is on availability and one out of fifteen is on leave for one reason or another.

The average teacher graduates from university at about 23 years of age and teaches 35 years before retiring at the age of about 58. So it is seen that today's teacher, being 39,8 years old, with 17,3 years of experience, is in fact at mid-career, at the age of maturity and possessed of great professional competence.

Despite sound education, rich experience and prime-of-life maturity, the teacher often runs the risk of being placed on availability.

In this context, and even if the profession is not receiving satisfactory injections of new blood, it would be playing with the truth to look upon the typical teacher as an aged relic, out of touch with the new demands of his profession and bewildered by generational upheaval.

Effects of social realities on the school and the teacher

The teaching profession functions in a wide variety of contexts. The great majority of briefs to the Council dealt extensively with one indisputable social reality: it is primarily in the school that the present social evolution makes its most direct impact. By way of example, the falling birth rate and the economic crisis have affected schools in a very direct way, resulting in a surplus of personnel and the curtailment or elimination of certain services.

On the other hand, young people are more and more difficult to reach. Their life-style, attitudes and behaviour fall under the influence of deep social problems such as unemployment, poverty, social inequality, drug use, sexual exploitation and violence. They also undergo more direct influences such as the family situation, which now assumes varied forms; the immediate environment, which is becoming more pluralistic in the larger centers; and the media and the electronic world, where a new way of viewing the world is evolving. Their motivations to study, their capacity to persevere,

their confidence in the future: all these vital dimensions are surely not unrelated to overall social conditions.

The rules of the game have changed and so have the players. It is a wrenching experience for teachers to adapt to new generations, growing pluralism and social problems which weigh so heavily on the school.

No longer does the school represent real stability centered on unchanging objectives, but rather it is an institution which, without surcease, must adapt to the social context in which it exists. Educators are faced with a double-barrelled challenge: they must understand the complex environment pressing in on youth, and they must modify educational objectives and learning situations so that young people may extract maximum benefit from their school years.

Faced with these far-reaching social influences assailing the school, the Conseil supérieur de l'éducation has no fancy recipes to offer. The Council is of the opinion that it is incumbent on all members of the educational community, at whatever level, to undertake a major reappraisal of the school's educational projects to better adapt them to these phenomena.

The educational task

The core of the present report is brought into focus by the Council in its detailed analysis of certain elements: the task facing teachers, cumbersome load factors, pedagogy, certain contextual implications and resource management.

First and foremost, the Superior Council emphasizes the importance of recognizing that teachers, out of sheer necessity, work for about 40 hours per week, including activities both inside and outside the school itself. The Council vigorously denounces the widely-held misapprehension that a teacher's work-week amounts to 27 hours.

Furthermore, the Council objects to the current absurdity of carving and dissecting every last minute and second of the teacher's day, including time spent in school and time allotted to individual duties. That is why the Council advocates an approach which demonstrates confidence in the teacher's sense of responsibility. The Council prefers a global view, based on appropriate consultation and leading to a fair division of educational activities designed to meet the overall needs of the pupils. It is implied that teachers are present in the school at the same time as the pupils; it is assumed, in turn, that teachers are provided with both time and appropriate space in which to do their work, receive pupils and

contact parents.

The Council is convinced that overall teaching-time should be negotiated at the provincial level, whereas time-management for specific duties should be arranged locally.

The Council is alarmed by the impact that current procedures for drawing up availability lists and assigning teaching positions have on the quality of services offered to pupils. The present system, in which seniority often prevails, leads to the possibility that a teacher might be removed from his specialized field of teaching and then assigned to a different subject-area in which he is not a skilled performer; later, having acquired the necessary skills, he may in turn supplant another teacher and still not be able to return to his original speciality, even if there is a vacancy. It is important that teachers be enabled to pursue their chosen careers. This implies that they should teach subjects in which their skills are proven; tasks could well be shared by teachers on availability or else by other teachers acting as substitutes, so that the school would benefit from the implementation of various educational projects. In any event, the Council is convinced that the number of teachers on availability exceeds the number really needed. The Council urges that the number of teachers to be placed on availability should be determined, at the end of each school year, on the basis of the average number of teachers actually placed on final availability during the five preceding years.

When broaching the question of pedagogical and educational tasks which are cumbersome and complex, the Council brings to light a certain deep-rooted malaise afflicting the teaching profession. The work-load, in all its weight and scope, becomes meaningful only when it is placed in the context of down-to-earth conditions where the abstract becomes real.

Present in great quantity and diversity are elements which make the load burdensome and complex. These problems were aired most vividly and abundantly in many testimonies, both written and oral, during the public hearings. High on the list were such factors as: the nature and rate of pedagogical changes, the effect of the decree and the Academic regulations on the number and size of classes, the position of the teacher in certain particular contexts and the availability of resources.

The magnitude of changes and needs inherent in the proposed new programs has been seriously underestimated. It is assumed that teachers are ready to alter their perception of the programs and that they will adopt new teaching methods and place more emphasis on the evaluation of pupils' learning. Teachers feel ill-prepared for these changes, they deplore the

great number and excessively rapid introduction of new programs, and they are severely critical of delays in the publication of teaching guides and new text-books. It is to be feared, in the midst of this unseemly haste, that teachers may fail to uphold the dynamics which inspire the new programs and policies. Consequently, the Council strongly recommends that, in the interests of coherence and pedagogical efficiency, a program should be made compulsory only when conditions are eminently ripe for a successful outcome.

The Council calls attention to the fact that pupil evaluation is a demanding pursuit. The task is anything but easy in the context of the individual differences of the many pupils who are to be evaluated. The process of evaluation implies that pupils must be given the opportunity to improve, to enhance their self-knowledge. Evaluation also entails the concept of measurement, which requires appropriate instruments of appraisal wielded by skilled professionals. The Council therefore insists on the implementation of measures whereby teachers may acquire the requisite skills, and whereby provision is made for the production of evaluation instruments well adapted to the goals of different subject areas.

With regard to children with adaptation or learning difficulties, the Council believes that current trends in integration reveal a distressing gap between policies and their application. The Conseil maintains that integration must take on its fundamental meaning. In the opinion of the Council, to integrate children in difficulty does not imply that they are to be «mixed» with the other pupils; instead, they should be introduced to an environment where they can feel that they are not being marginalized, and where they can have access to a state of personal well-being, self-direction, confidence and responsibility, along with the very real possibility of making progress in their learning and personal development.

The Council analyzed the impact of the decree and the Academic regulations on the number of classes and pupils that a teacher is to meet. In order to ensure sufficient flexibility in determining the number and composition of classes, and in order to adapt to special conditions and meet the needs of the pupils, the Council is of the opinion that a system of pupil-teacher ratios must be reinstated. The Council also believes that new types of organization should be tried out, with a view to eliminating excessive dispersal, by means of grouping certain subjects. The Council likewise recommends that there should be a reduction in the number of groups which the teacher meets, and that the pupil's timetable should be ventilated. By favouring this approach, the Council hopes first and foremost to ensure more meaningful relations between teachers and pupils,

and encourage teachers to do more in school than spending so many minutes teaching such and such a subject.

Flexible solutions are required to solve the problems of teachers in particular contexts.

The Council recommends that teachers in economically disadvantaged areas be especially well trained; furthermore, they should be willing and anxious to teach in such an environment. It would be preferable for these teachers to stay in the same area for at least three years, and they should be bolstered by support over and above what they would receive elsewhere. This special support, although different, must also be ensured for teachers working in the so-called remote regions, where some flexibility should be permitted in certain norms that apply in larger centers.

The Council affirms that teachers in the vocational training sector are beset by uncertainty and bewildered by policies that are unclear and imprecise. No more than 15% of secondary-level pupils take these courses. During the past four years, registration in this area declined by one third, that is, 10% more than the overall decline. The Council urges that the educational aims in this sector should be readjusted: among other things, programs should be updated and priority should be given to certain key areas. At the very least, there should be enough space in the workshops to accommodate pupils who are in attendance. Finally, there should be enough staff members to cope with inventories, repairs and requisitions; if that seems impossible, such duties might well form part of the teacher's overall work-load.

Adult Education is also pinpointed as one of the particular aspects of the educational mission. The main recommendations of the Council are:

> Clear policies and adequate financing. Over a period of four years the Council has repeatedly delivered this message in a number of advices.
>
> Greater equity for teachers who work full-time or are employed by school boards every year: equity implies certain benefits which are granted to regular teachers. Equity also means putting an end to double contracts for teachers who already have regular full-time duties.

Teachers in adult education should be given sufficient time to kindle interest in that area and motivate recruitment of prospective students.

The Council also considered it essential to address the question of anglophone education, which entails certain specific problems. As a general rule, this sector is subject to the overall effects of the decree and other ministerial edicts in the same way as the francophone sector. But, in the context of geography, demography and educational traditions, the anglophone sector finds it much more difficult to adapt to changes ordained by the government.

For this reason the Council calls for a heightened awareness of the impact of pedagogical reforms. The Council also urges that efforts be intensified so as to ensure that anglophone teachers receive, without time-lag, educational materials adapted to their culture and responsive to changes arising from the implementation of the new Academic regulations. The Council recommends that every regional office of the ministère de l'Education should include one individual who has close ties with the anglophone milieu.

Ethnocultural pluralism is also one of the many realities challenging the teaching profession. Teachers in certain pluralistic urban areas encounter pedagogical and human problems that are among the most difficult to solve because of their complexity. Let us point out, by way of example, that pupils' educational background leaves something to be desired; in addition, the great diversity of languages seriously hinders mutual understanding and adds to the difficulty of teacher-pupil and teacher-parent communication. To deal with these problems, the Council advocates suitable preliminary training for teachers in multi-ethnic schools; they should also receive a guarantee of stability, special support services and distinctive professional improvement activities. In connection with pluralism, the Council underscores the dilemma facing certain teachers when they must ask not to teach religion, instead of being in a position to make a positive choice for this kind of teaching.

The Council also addresses the problems of specialist teachers as well as the situation of teachers who work in multi-grade classrooms. The Council urges that specific resources be allotted to such teachers, who must be able to count on a pedagogical organization that enables them to apply their skills under satisfactory conditions.

With regard to special cases, the Council directs attention to the situation of ex-clerical teachers who were secularized after 1965. The Council recognizes that it does not have the expertise to evaluate the financial claims of ex-clerical teachers. The Council is nevertheless of the opinion that their lot is inequitable and that further efforts should be made to reach a settlement.

Utilization of resources

This report revolves around the recurring theme that there must of necessity be a positive relation between the end and the means in the field of education. The Council draws attention to the following elements which all have an impact on the conditions of teaching: material resources, human resources, non-teaching professionals, support staff and budget rules.

Teachers in charge of widely different subjects have expressed to the Council their grievances concerning shortages of certain material resources which they judge vital to their work. All too often teachers must devote a substantial part of their time to the preparation of didactic materials which ought to be made available to them in the ordinary course of things. It seemed to the Council that school boards, school authorities and staff members should act together to draw up an inventory of resource materials based on requirements for instruction in each subject. The Council also recommends the development of projects aimed at creating and testing didactic materials. Teachers on availability could well provide skilled input.

The Council reiterates its request of three years ago with regard to complementary resources such as non-teaching professionals and support staff: that each school board should draw up a list of such positions based on a specified proportion of the total number of students in its jurisdiction. The Council also recommends that these complementary staff-members be increasingly involved and consulted during the planning, implementation and evaluation of school activities and school board programs.

Finally, with regard to financial resources, the Council urges additional fine-tuning in the allocation of resources to school boards, with special attention being given to the recommendation of the Council concerning ratios. The Council also asks school boards to make increased efforts to enhance public understanding of their decisions on the allocation of available resources.

In the fourth chapter, the Council addresses the question of relations between teachers and other members of the educational community. These relations are analyzed under three headings: information - communications - participation.

The way in which information is disseminated may be summarized as follows: it is a kind of one-way process, from top to bottom - from the Department downwards to school boards, and from them to schools, teachers and parents.

That, affirms the Council, is why teachers «direct their barbs upwards». Information is circulated in such a way that there seems to be either feast or famine. In the first instance, surfeit leads to indigestion; in the second case, information does not even reach the prospective consumer, or else it is too meager to satisfy the teacher's appetite.

Communication among teachers themselves is often lacking, especially in secondary schools. Teachers frequently behave as if they are alone in the world. School size and lack of time impede genuine communication, so that many teachers feel utterly isolated.

With regard to communication between teachers and other school personnel, the Council observed that, all too often, non-teaching professionals work at the central administrative level and seldom communicate directly with teachers. Although members of the support staff, such as noon-hour monitors, are expected to perform certain duties of an educational nature, the fact remains that there is little communication between them and the teaching staff.

It appears that there are three major types of communication between teachers and school administrators. In schools where real communication occurs, administrators put their trust in staff-members, show genuine interest in the art of teaching, support teachers who come to them with problems, consult with all personnel and perform their management duties with sensitivity - for example, when work-loads are apportioned. For their part, teachers co-operate openly with the administration.

The second type of communication exists in schools where communication is beset with tensions and is sometimes utterly blocked. In schools of this kind, teachers are often confronted with faits accomplis. Authority is often wielded in terms of official power. For their part, and for various reasons, teachers may even look upon administrators as opponents rather than partners in education.

Thirdly, there are schools where communication is reduced to a bare minimum. An atmosphere of indifference prevails, a stultifying routine is tolerated, in which staff-members may even feel comfortable because they sense a certain freedom of action... but the school is devoid of genuine professional stimulation. Aside from formal communication through report cards, no sustained or effective system has yet been established to facilitate communication between parents and teachers. Both sides will need to work diligently together in a climate of open-mindedness and commitment.

Pupils, for their part, want teachers who are open to dialogue, who are interested in pupils' problems and questions, who can be patient and explain subject-matter clearly, who trust and respect them and who treat them fairly.

To improve communications, the Council believes that great efforts must be made to bring about attitudinal changes whereby the very essence of the school environment will be modified. Human relations, reinforced by initiative and imagination, will then have full play.

Participation, the Council declares, is vital to the teacher's intrinsic worth and professional status. In fact, the opportunity to take part in decision-making points up the difference between the teacher's status as a mere robot and his status as a genuinely professional associate who contributes to decisions concerning the school, its organization and its education-in-action, including the art of teaching.

Existing formal mechanisms meant to encourage participation do not always prove satisfactory. Major obstacles to participation seem to spring from poorly-conceived logistics. Inadequate training often lurks behind this situation, along with conflicting attitudes, ideologies and objectives: the unhappy outcome is a sense of disintegration. Massive disillusionment has taken root; drastic countermeasures are called for. The teacher must find his niche within school structures, especially when pedagogical considerations are up front.

The Council urges that the principles of consultation and participation apply to all personnel involved in the operation of the school. The Council is of the opinion that it is necessary to rely on formal channels to encourage participation, from the school itself right up to the Department.

In conclusion, the Council makes some brief comments on the negotiation of collective agreements. The importance of such agreements cannot be denied, since wholesome and reasonable working conditions are fundamental to good teaching. Current avenues of procedure, however, are open to question; the same observation applies to the sheer bulk and extreme detail of various provisions.

The Council is pleased to note the implementation of apparatus to encourage dialogue: a joint committee composed of the ministère de l'Éducation, the Federations of school boards, and teachers' unions. This committee was established for the purpose of exploring possible adjustments to the

current decree.

The Council urges that this task force be retained to search out new procedures for negotiating working conditions and to consider, in due course, how structures may be set up for permanent negotiations. The Council also urges, as before, that negotiations continue to be held separately at the provincial and local levels. Finally, the Council recommends specifically that the equitable sharing of work-load be negotiated locally, with special emphasis on such factors as difficulty, density and complexity.

The teacher: training and retraining

Observation of down-to-earth conditions leads the Council to conclude that substantial changes ought to be implemented for a dual purpose: firstly, to ensure that all teachers receive a basic training which makes them comfortable in their craft; secondly, to make certain that young people receive the benefit of a top-quality education. The present system of initial training is beset by certain afflictions: imbalance between theory and practice, remoteness from the hard facts of school life, failure to give dynamic leadership to beginning teachers, excess of specialization in teaching certificates and lack of planning in the training of teachers in the vocational sector.

For these reasons, the Council urges that the reorganization of our system of initial training be recognized as a priority by the ministère de l'Éducation, universities and school boards. It is recommended that initial training courses be oriented towards a broader spectrum, so that excessive specialization may be avoided. Such a concept would entail extensive flexibility at the pre-school and primary levels, a range of a few subjects in the first cycle of the secondary level, more advanced specialization in the realm of vocational training, the arts, second languages and physical education; finally, in the second cycle of the secondary level, there would be a more thorough mastery of the discipline to be taught.

The Council also recommends that the period of initial teacher-training be lengthened by one year.

The Council suggests that the current system of probation be abolished to make way for a network of schools «associated» with universities, so that the proposed training may be accomplished under conditions which ensure satisfactory integration of procedures leading to the reception, supervision and evaluation of teachers-in-training.

The Council recommends that teachers of vocational education be required to complete their initial training before taking on teaching assignments in the school.

In its report the Council places particular emphasis on the importance of professional improvement courses for teachers. It strongly believes that this vital aspect of the teaching profession should receive unremitting attention; appropriate action should be taken to improve administrative procedures, resources and participation, so that the quality of the teaching profession may be maintained at the highest possible level. In initial training courses, as well as in professional improvement programs, strong emphasis should be placed on preparing teachers to cope with new social realities; they must learn to collaborate with other and different members of the educational community, many of whom know and understand young people better than the teachers themselves. New and different ways must be found to orchestrate the teaching profession, so that its members will be equal to the challenge of pedagogical renewal, wherever they may be in the province of Québec.

The Council proposes two guiding principles designed to recognize and encourage teachers' efforts to attain further proficiency without getting involved in a pointless and costly race for credits:

- with regard to any professional improvement, retraining courses or refresher courses which are considered to be indispensable because of the demands of a changing system of education, at whatever level: such courses or other activities should form an officially-sanctioned part of teachers' overall work-load and should entail neither reduction nor increase in salary;

- with regard to university studies which are pertinent to the teaching profession or some other related activity, and which are undertaken outside of regular work-hours and without recourse to professional improvement course funding: such courses should continue to be recognized for salary purposes.

Finally, the Council proposes that teachers be granted a maximum of two periods of educational leave to be taken at appropriate intervals during their careers.

The teacher as a professional

During the recent hearings of the Council, teachers emphasized their wish to prove their own identity and be recognized as professionals. The

Council believes that this issue is of cardinal importance to the teaching profession; for that reason, the Council studied in depth the professional nature of teaching. The Council is convinced, beyond any doubt whatsoever, that teachers are true professionals because the role they play in relation to youth demands the highest professional standards.

The Council requests the Department to make further efforts towards increased public recognition of the teaching profession as such - its status, its merit and its pedagogical achievements. The Council believes that teachers' creativity could be advantageously harnessed to produce pedagogical materials; furthermore, it is recommended that teachers be given greater autonomy in the matter of organizational procedures and choice of pedagogical resources.

As specified in its annual report on evaluation, the Council renews its request for the creation of an organization original in its conception, professional in its orientation and specifically designed to function in a particular situation - that is, in a context where education is considered to be a public service in a State which determines standards of quality and controls access to the teaching profession. This organization should strive to advance the cause of the profession, improve the quality of professional performance and protect the consumer. What is important is that such a structure should indeed exist, that teachers should have a voice in its operations, and that it should provide leadership, promotion and control in its own special way in a professional context. The Council hopes that teachers themselves will initiate the discussion, which must also achieve lift-off in areas where the question is of immediate concern. That is why the Council recommends that the study of this question be based on the viewpoint that this organism would be of a multi-party nature, including teachers, parents, schools, the socio-economic milieu and the Department. It would be endowed with powers of decision.

In its wide-ranging study of the conditions of teaching, the Council concludes with a statement of the main challenges facing education in the years ahead. The Ministre de l'Education, school boards, school administrators and teachers will be expected to man the barricades. Following is an abbreviated list of the objectives likely to be at the center of the target:

- to restore the inherent worth of the teaching profession: teaching should be exhilarating;

- to put an end to the breathless, exhausting pace: to resume a rate of change consistent with quality teaching;

- to modify courses in teacher-training, both at the initial and professional improvement levels;

- to snuff out the myth that equity in work-load is based on equal amounts of teaching time;

- to refocus attention on the essentials: school organization must be rational and should be conducive to coherent and meaningful student-teacher relations;

- to take into account the impact of the social environment, and exhort teachers to understand this new context;

- to take into account the fact that teachers may suffer from «burn-out»; that they need to be offered ways to readapt themselves accordingly. Young people should be encouraged to join the profession;

- in collaboration with all parties who participate in the educational process, to explore the possibility of creating a professional organization dedicated to promoting the profession, raising the quality of professional services and protecting the consumer.

CONCLUSION

The current state of the teaching profession evokes an image that leaves no room for complacency or simplistic analysis. Always eager to enhance the quality of services offered to pupils, the Council proposes a large number of improvements. In the short term, many problems could be solved at little expense by modifying certain procedures or structures which are already under the immediate control of members of the educational constituency. On the other hand, certain problems call for solutions which entail profound evolutionary changes in attitudes and behaviour. Substantial expansion of educational resources may also be a long-term process. Ultimate success depends on the resolve of all individuals and organisms to act willingly and promptly in their own areas of responsibility and influence.

Education is everybody's business. It cries out for collective action. Perhaps the most significant aspect of the challenge lies in that very fact. The enthusiastic, even zealous response received during the course of this study leads the Conseil supérieur de l'éducation to believe that the challenge will be taken up.

The Conseil supérieur de l'éducation recommends:

SOCIAL REALITIES

. At the Level of the ministère de l'Éducation

1. That reflection and planning be encouraged on action to be imprinted on the school's educational objectives, taking into consideration the social changes that affect it. To publicize the results.
2. That the M.E.Q. work in cooperation with universities so that each teacher is made aware of the social problems of the school in relation to his/her training and professional improvement.

. At the School Board, School and Teacher Level

3. That administration, parents and educators discover how the impact of social change is manifested in the school and with young people.
4. That, in unison, educational projects be built where learning situations would take into account the social realities young people are faced with; seeking the contributions of all those concerned and working together on the objectives and the methods used.

GLOBAL WORKLOAD

5. That the global workload of teachers, due to the activities involved within and without the school, necessitates a workweek of approximately 40 hours be recognized.
6. That a concept of a global workload at school be favored, based on the division of the various educational activities required to meet the needs of pupils; such division to be decided within each school after consultation with the personnel concerned. Subsequently, eliminate any excessive minute-by-minute timing and rely more heavily on the sense of responsibility of teachers and the sound judgement of administrators.

7. That there be established, within reasonable work segments, the principle of teachers being available to pupils within the framework of their regular timetable.

8. That the determination of teaching times be negotiated at the provincial level.

9. That the application of these teaching times and the determination of other workloads be negotiated at the local level.

10. That the principle that the teacher's global workload provide an educational dimension so as to include teaching time, other formal pedagogical activities and availability to pupils according to their needs, within their regular timetable be adopted. Consequently eliminate the distinction between «workload» and «working time» or availability at school.

11. That the teachers be granted the time required and adequate premises to work, to meet pupils and to communicate with parents, in compensation for their presence in school and availability to pupils.

Availability

12. That, at the end of the school year, the number of teachers to be placed on availability on the basis of the average and final placements on availability observed during the last five years be established.

13. That before July 1st of each year all possible cases of retirement, preretirement and severance premiums be settled.

14. That the situation of having teachers on availability be taken advantage of either in substitution of other teachers who are qualified or by assigning them to development and pedagogical support projects beneficial to the school and to the school board.

15. That priority be given to supporting teachers on availability who must deal with particularly difficult situations; i.e., the transition from the primary to the secondary level or from the general sector to the vocational sector.

16. That it be recognized in fact that actual ability is the basis for assignment to a field of instruction.

17. That the stability of school teams be an ultimate aim. For this purpose, ensure that when a teaching position becomes vacant in a school, it be filled by a teacher who possesses the necessary qualifications and who is already there. This must be negotiated and clearly defined at the local level.

NEW PROGRAMMES

18. That, with concern for pedagogical coherence and effectiveness, a curriculum should become mandatory only when all the conditions required for its successful application have been assembled, particularly with respect to the training of teachers and the availability of the pedagogical guide, textbooks, teaching materials and evaluation instruments.

19. That, with the help of methods such as video-systems, teachers are well prepared to implement the new programmes and accompanying pedagogical activities, and this especially for teachers in remote regions.

20. That, through concerted efforts at the provincial, regional and local levels, the necessary steps be taken to ensure that all teachers have the pedagogical support necessary vis-à-vis the new programmes (for example, with the help of an itinerant advisory team).

Evaluation

21. That a medium-term plan be adopted for the application of the pedagogical evaluation policy in order to respect the pace and ability of teachers and allow them, through experimentation, to learn to overcome any difficulties.

22. That, at all levels, special attention be given to creating and experimenting with measurement instruments properly adapted to the objectives of the various subjects. For this purpose, actively involve teachers in this form of pedagogical development, emphasize their achievements and make them known.

23. That within reasonable guidelines, the sophistication of measurement and evaluation instruments be maintained so that evaluation remains what it should be: a means and not an end.

INTEGRATION

. At the level of the ministère de l'Éducation

24. That the M.E.Q. speed up the preparation and distribution of the instrumentation announced in its school adaptation policy, particularly with regard to evaluation instruments, programmes, pedagogical guides and mechanisms of professional improvement.

25. That the M.E.Q., within the framework of its ententes with the M.A.S., ensure that the transfer of students to the school boards includes the permanent availability of the related resources.

26. That the M.E.Q. ensure the correction of the basis of reference of the parameters used in forecasting clientele with learning difficulties (e.g. 1982-1983 is the basis for 1984-1985), in order to permit school boards, not having identified any special clientele during the reference year, to organize the services required.

. At the school board level

27. That a multi-agent advisory committee be set up (administration, teachers, non-teaching personnel, parents) which, under the authority of the school board, would be mandated to propose:

- a local policy on school adaptation;
- criteria to identify, classify and integrate pupils with learning difficulties;
- methods to inform and prepare the people concerned, particularly parents, pupils and teachers;
- a plan for the assignment of human and financial resources concerning school adaptation;

- methods to control the utilization of funds available or allotted to integration.

28. That the decision whether or not to integrate pupils with learning difficulties, and the rate at which this plan is put into effect, be related to the availability of the human resources and teaching materials required.

29. That priority be given to the preparation and professional improvement of teachers who must integrate pupils with learning or emotional problems into their classroom; that such professional improvement take various forms (e.g. workshops, conferences...).

30. That pupils with learning difficulties going into short-term vocational programmes, as well as the teachers concerned, receive the required support.

31. That the ponderation of teacher-pupil ratios actually reflect the number of characteristics of the pupils with learning difficulties integrated into regular classrooms, and this particularly for pupils with multiple handicaps.

. For schools

32. That an advisory committee, representative of the interveners concerned, be mandated, under the authority of the principal, to oversee the application of the local policy on school adaptation, more especially as concerns:

- the study of the level of knowledge and problems of the pupils to be integrated and of the nature of the services that these pupils require;
- the decision to be made on the methods of pupil placement;
- the application of the measures recommended;
- the supervision of the physical, psychological and social conditions of the integration of pupils with learning difficulties.

33. That the interprofessional (teachers, non-teaching personnel, parents) work be developed systematically for all that concerns school adaptation.

RATIOS, PERIODS, PUPIL CONTACTS...

34. That the use of teacher-pupil ratios be reestablished in order to obtain the margin of manoeuverability necessary to deal with special situations and to meet the needs of certain categories of pupils.

35. That the maximum number of teaching periods be maintained within reasonable limits (e.g. 28 periods in 6 days is an excessive limit).

36. That the content of workload other than teaching be reemphasized; that it increasingly apply to methods of pupil contact that are in direct relation to their need for pedagogical assistance, motivation, recovery and that it also apply to involvement in student activities which constitute pupil projects.

37. That, at the M.E.Q. level, the research presently underway be intensified and aimed at finding new methods of organizing teaching. Publish the results.

38. That the school boards experiment with new models of organization which would eliminate «scattered» teaching, reduce the number of groups per teacher, open up the pupil's timetable and make teacher-pupil contact easier outside of the formality of the classroom.

    That, to this end, an honest attempt be made at certain formulae such as:

    - one teacher being responsible for two subjects for the same pupils while respecting the requirements and autonomy of certain subjects that come under the context of school confessionality;
    - setting aside periodic timetable blocks without instruction (e.g. 1/2 day per week) during which pupils and teachers can meet or pupils can carry out group projects.

- regrouping the instruction of certain subjects on a half-yearly basis.

TEACHING IN ECONOMICALLY WEAK AREAS

39. That the parties concerned negotiate mechanisms that would give priority to those who have a desire to work in underprivileged areas; that conditions be agreed upon that would allow teachers to be assigned there on a three-year basis.

40. That priority be given to the training and professional improvement of teachers working in these areas.

41. That the special assignment of non-teaching personnel to these areas as supportive measures for students and for teachers be made possible.

42. That special support be given to teachers in these areas in terms of teaching materials and evaluation instruments.

43. That the coordination between all outside interveners and the action of teachers in these underprivileged areas be attended to.

TEACHING IN REMOTE REGIONS

44. That, with appropriate means, the specific pedagogical needs of teachers in remote regions be met; for example, by television, audio-visual documentation, itinerant expositions.

45. That specific budgets be granted to school boards in these regions and their administration be as decentralized as possible.

VOCATIONAL EDUCATION

. At the ministère de l'Éducation level

46. That the M.E.Q. adopt, as soon as possible, its vocational education policy and that it intensify the information and participation of teachers concerning the future of vocational training at the secondary level, particularly with respect to the geographical distribution of options and the true place given to vocational instruction in the Academic regulations.

47. That the M.E.Q. give priority to updating the programmes of study, especially within leading sectors, and to the production of teaching materials for the teacher and learning materials for the pupil (particularly basic textbooks).

48. That M.E.Q. — school board — teacher — business liaison officers be mandated to facilitate the contacts necessary for proper information.

. At the school board level

49. That measures be taken to proceed earlier with the final assignment of teachers in the vocational sector based on ability criteria relevant to the position.

50. That for pedagogical and security purposes, the number of positions in the workshops be compatible with the number of pupils who attend them.

51. That ponderation ratios and pupil maximums, provided for in the decree for the formation of groups, be strictly adhered to.

52. That pupils with learning difficulties be enrolled in the short vocational programme according to stricter selection criteria, that they officially retain this status as long as their needs so require and that appropriate resources and services be made available to them as well as to their teachers.

53. That teachers be assisted in adapting the academic programmes to the pupils in the short vocational sector; that successful experiences be made known.

54. That the contacts necessary with business be made easier for the teachers in the vocational sector so that their knowledge of technological facts and general changes in the working world be brought up to date.

55. That ongoing attention be given to the security and cleanliness of the premises, to the working order and replacement of equipment and to the provision and maintenance of materials.

56. That inventories and repairs of materials be the responsibility of attendants and/or technicians; where this is not possible, that these activities be included in the global workload of the teacher of the school.

ADULT EDUCATION

. At the ministère de l'Éducation level

57. That its policies and orientations be clarified with respect to adult education and provide systematic information of the subject within the school.

58. That, by means of appropriate financing, adult education services be developed.

. At the school board level

59. That, whenever possible, the status of full-time adult educator be granted to those who have worked in continuing education on a regular and full-time basis for a number of years.

60. That, by means of renewable employment ties, priority be given to a teacher by-the-lesson paid at an hourly rate if the course is repeated, if such teacher by-the-lesson has previously obtained a contract for that same course and if the evaluation of his/her ability and performance is positive.

61. That, as much as possible, adult educators by-the-lesson, who are recognized as competent, be given the status of part-time teacher and a priority renewal clause in their contract if their course is offered on a regular basis.

62. That equity be ensured by avoiding double contracts with a teacher who already has his/her tenure and his/her regular workload teaching young students.

63. That engagement priority be granted to people with adult education training and relevant experience.

64. That pedagogical services and amenities be available to adult educators and their students.

65. That adult educators have access to the services of appropriate support personnel; as well, make the services of guidance counsellors, orthopedagogues and social workers available to the adult students.

66. That within the workload of adult educators, the time that they spend in community animation and the recruitment of students when the courses are being organized be recognized.

TEACHING IN ENGLISH LANGUAGE SCHOOLS

67. That periodic evaluation be undertaken, at the levels of the Department,its regional directorates and the school boards, to study the impact of the changes in progress and the means to be allocated in order that anglophone communities may adopt them with as many means as other milieus.

68. That efforts be intensified so as to provide on time, to the anglophone teachers, programmes, textbooks and teaching materials adapted to their culture and to the changes incurred because of the application of the new régimes pédagogiques.

69. That each regional directorate of the Department ensure the services of an individual who, among other things, would be responsible to ensure close relations with the anglophone community.

INTERCULTURAL EDUCATION

70. That teachers in pluralistic ethnic schools be ensured an adequate prior preparation on the major challenges that they will face.

71. That, within these schools, the stability of the teachers who wish to continue teaching there be ensured.

72. That they receive special support with respect to the services of professionals (e.g. speech therapists, interpreters...) as well as with respect to teaching material adapted for children of the different ethnic backgrounds.

73. That professional improvement activities, adapted to the realities that confront them daily, be offered to the teachers.

MULTI-AGE CLASSES

74. That teachers of multi-age classes be provided with organizational models and guides that will help them to integrate the objectives and to adapt the contents of the programmes.

75. That protected pupil maximums be set insofar as possible.

76. That particular care be given to doubling up classes with respect to instruction.

77. That adequate support of pedagogical consultants and non-teaching professionals be ensured to the teachers of these classes.

78. That all information related to the budgets obtained and actually used for schools with multi-age classes be communicated.

SPECIALISTS

79. That, in the present context, for teacher-specialists, the average teaching time be considered as being maximum time if they must travel often and far between schools.

80. That the time of these displacements be included in the total working time at school.

81. That these itinerant specialists be exempt from pupil supervision which they are sometimes asked to do to complete their workload.

82. That formulae be sought to limit the number of pupil groups they are to meet over a five day period to twenty, e.g. extend the length of teaching periods or concentrate the instruction of one subject on a semestral basis in one school.

83. That measures be taken in order to reduce the number of itinerant teachers and the number of schools to be visited.

84. That special attention be granted to the integration of teacher-specialists into the pedagogical and professional life of the school, particularly with regard to the assignment of a work area and the organization and scheduling of pedagogical days.

SECULARIZED TEACHERS

85. That the study of the question of buying back years of service of ex-clergy teachers who were secularized after July 1, 1965, be reopened with a view to an equitable and early settlement for these educators.

MATERIAL RESOURCES

86. That, for each course of study, an analysis be made in the school boards on the state of material resources in terms of essential pedagogical requirements.

87. That this inventory be made in conjunction with the schools and their personnel.

88. That creation and experimentation projects be undertaken on teaching methods; for this purpose, take advantage of the teachers on availability who could make contributions or, by substitution, other teachers who would have the capabilities.

89. That, on the provincial and regional levels, resource centres be set up to conceive, evaluate and distribute teaching materials.

HUMAN RESOURCES

90. That, for the quality of professional work and the opportunities for services to students and to teachers, the number of support staff and non-teaching professional positions be regulated by standards that are more clear and that better meet the actual needs of the pedagogical, educational and social services; that the number of non-teaching professional positions be based on a ratio established for the total student population of the school board.

91. That non-teaching professionals and support staff be given increased means and appropriate forms of professional improvement.

92. That, in the spirit of cooperation, non-teaching professionals and support staff, according to their field of responsibility, be more involved and consulted in the planning, execution and evaluation activities of the school and of the school board.

93. That pedagogical consultants be assigned to cases for which they are truly competent in order to be of actual assistance to teachers; if circumstances require them to assume cases that are outside of their competence, that they first be given adequate training.

FINANCIAL RESOURCES

94. That the M.E.Q. adapt its method of allocating resources so as to actually take into account:

- the re-establishment of teacher/pupil ratios in the estimation of the number of teachers;

- the calculation of human and material resources essential to the introduction of various ministerial policies which it recommends;

- the major disparities that exist between the schools in different milieus: small schools, schools in socio-economically depressed areas, ethnic-cultural milieus...;

- the diversified needs of school boards.

95. That school boards make their decisions more apparent with respect to the methods of allocating the resources available to them.

RELATIONS BETWEEN ALL EDUCATIONAL PARTNERS

. Information

96. That the nature, volume and form of information be subject to a systematic effort to adapt it to the needs of teachers and of the other partners in education.

97. That the various interveners and their responsible organizations in certain cases set up efficient methods of circulating information that will ensure both its «upward» and «downward» flow.

98. That access to information sources, particularly for remote regions, be facilitated by means of modern communication techniques such as an information centre accessible by telephone.

. Communication

99. That schools and school boards adopt a concrete plan for communications establishing the objectives sought and the means provided.

100. That methods of motivating and facilitating team work between teachers and non-teaching staff on student problems in each school be studied.

101. That the authorities concerned, whether administration or union, examine the modalities that surround communications and undertake the adjustments required in view of arriving at a style of communication based on confidence, openness, mutual respect and flexibility in the application of the rules.

102. That communication between the administration, teachers, parents and pupils be subject to different formulae, with mutual respect of abilities and responsibilities and in a format of information circulation better adapted to the expectations of all.

103. That the impact of verbal and non-verbal communications in teacher-pupil relations be studied during pedagogical days.

. Participation

104. That, in each milieu, teachers and other partners emphasize the positive and negative aspects of participation experienced together and seek out new bases for the operation of the participating organizations, the attitudes to be adopted and the objectives to be pursued.

105. That, where applicable, official union participation be ensured on basic questions and professional participation, individual or collective, on a flexible and autonomous basis, adapted to the context of each school and to the need for creativity by teachers.

106. That teachers and other members of the staff who work closely with them, e.g. non-teaching professionals, be effectively consulted on all major aspects of their work, such as programmes, pedagogical organization, school rules; that they may co-decide or decide alone on pedagogical matters within their competence.

107. That consultation be centred on precise matters affecting school life and that it include conditions essential for its smooth operation (e.g. sufficient time limits, adequate information, follow-up on consultations).

108. That the subjects and goals of participation be straightforward and that the same be true regarding the reasons for accepting or rejecting the recommendations of advisory bodies.

109. That the time spent by teachers on advisory committees be taken into account in their professional workload.

110. That attention be given to the techniques which ensure the smooth operation of committees.

NEGOTIATIONS

111. That the Department-Federation of School Boards-Teachers' unions task force be maintained in view of:

    a) exploring new methods for negotiating working conditions;

    b) examine how these negotiations can be given a more permanent character.

112. That negotiations at the provincial and local levels be maintained in the perspective of a rational division of subjects to be negotiated:

    a) at the provincial level: e.g. salaries and fringe benefits, teaching time, security of employment, allocation of human resources by means of teacher/pupil ratios;

    b) at the local level: e.g. determination and distribution of workload, participation, professional improvement.

113. That the provincial agreement be reduced to the essentials and thereby provide a fairly flexible framework which would permit as much local adaptation as required by the different milieus.

114. That the concept of equity be established and subsequently workload sharing based on criteria that give more consideration to factors of difficulty, increased burden and complexity of the teachers' pedagogical workload.

TEACHER TRAINING

115. That the reorganization of the initial training of teachers in the general and vocational sectors become a priority of the M.E.Q., the universities and the school boards.

116. That the Teacher Education Committee provided for under Regulation 4 be revived and that teachers be ensured an adequate place on it.

117. That the initial training be geared towards a greater versatility of teachers in the general sector, particularly at the secondary level.

118. That the initial training of teachers be extended by one year.

119. That the practicum during training be reorganized and extended so as to better ensure the integration of theory and practise and a sufficient knowledge of the various facets of the school community; for this purpose, that a network of public schools «associated» to the university be created, where the methods of welcoming, supervising and evaluating student teachers would be rethought and the roles of the universities, school boards and schools would be redefined.

120. That teachers participating in such «associate schools», or responsible for the supervision of student teachers, would enjoy conditions favourable to the effect: adequate teacher/student-teacher ratios, supervisory work included in the global workload, etc.

121. That the present system of teacher probation be eliminated and replaced by the one proposed above.

122. That mechanisms be set up to permit teachers in the vocational sector to complete their initial training before joining the school community.

PROFESSIONAL IMPROVEMENT

123. That professional improvement in all its forms become a priority so as to establish veritable coherence between the needs of the teachers and the demands of the pedagogical changes which the school must achieve; for this purpose, that emphasis be placed on so-called «horizontal» professional improvement.

124. That priority be given to the professional improvement of teachers working under particularly trying conditions such as geographical situation, placement on availability, rapid transfers within their field of instruction or constraints requiring them to retrain quickly.

125. That full advantage be taken of existing technical methods or that new ones be created so as to facilitate the access of teachers, wherever they may be located, to the various forms of professional

improvement; to this end, that the formula of the resource centres for teachers, Tele-university, off-campus university courses, correspondence courses, pedagogical exchanges of all kinds and industrial training periods for vocational teachers be encouraged.

126. That a formula for periodic leaves of absence for professional improvement be established (a maximum of two times during a career) as well as a bank of individual credits for professional improvement which may be used at the teacher's discretion after agreement with his/her employer.

127. That professional improvement at the university level which is related to teaching duties or to relevant tasks that are carried out outside of working hours and without assistance from professional improvement funds continue to be recognized for salary purposes; that professional improvement necessitated by the requirements of the system of education be included within the official global workload of teachers and cause them neither a loss of salary nor an increase in salary.

128. That a study be made in order to establish the degree of financial resources to be allocated to professional improvement in light of the many new requirements caused by changes related to ministerial orientations.

129. That the mechanisms for planning and coordinating professional improvement at the provincial, regional, local levels and with universities be given special attention and that teachers and organizations which represent them be ensured an important place.

130. That the forms of professional improvement stemming from the organizations themselves (unions, professional organizations, private school associations, etc.) be encouraged.

131. That each teacher be encouraged to develop his/her own professional improvement plan.

THE PROFESSIONAL STATUS OF TEACHERS

. For all partners

132. That an enlightened debate be raised on the eventual creation of a professional organization devoted to the advancement of the profession, the quality of professional action and the protection of its members.

133. That the study of this concept be based on the perspective that the composition of such an organization would be multipartite (Department, teachers, parents, school communities, socio-economic milieus).

. For the ministère de l'Éducation

134. That the means of publicizing be increased, via media and school boards, the professional character of teachers and officially recognize, on an individual or collective basis, the professional merit of teachers and the value of their pedagogical achievements, for example the quality of presence with the students and the creativity in the conception of teaching materials and pedagogical projects.

- Intensify the contribution of teachers to the creation of teaching material and pedagogical evaluation instruments, in cooperation with associations of teachers, school boards and publishers.

  To this end, set up, among other things, an independent provincial organization to conceive teaching material, to coordinate and to support the individual experiences of teachers and to distribute information within the school community.

- Intensify financial and technical support for provincial associations regrouping teachers according to their teaching discipline(s).

. For school boards

135. Promote the active participation of teachers in their professional associations by teaching discipline, by taking special account of the difficulties encountered by primary level teachers.

136. Make the most of the creativity of teachers in the framework of creating pedagogical materials; benefit from the presence of teachers on availability to utilize these teachers or others by substitution, to this end.

137. Grant, in collaboration with the school administration, the greatest possible autonomy to teachers in their choice of organizing instruction and pedagogical means.

. For teachers

138. Encourage and support the best possible participation of teachers in the professional organizations that concern them and thereby facilitate the plurality of expression in pedagogical thought and the advancement of interdisciplinary pedagogical practises.

139. That at the local level, through existing organizations, certain services be ensured to teachers who are members of a professional association by teaching discipline, for example during the regional activities of these associations.

Édité par la Direction des communications
du Conseil supérieur de l'éducation

50-338 A